

**SUSPEND THE RULES AND PASS THE BILL H.R. 1756, AS  
AMENDED**

**[Note: The amendment consists of a complete substitute text.]**

105TH CONGRESS  
2D SESSION

# H. R. 1756

To amend chapter 53 of title 31, United States Code, to require the development and implementation by the Secretary of the Treasury of a national money laundering and related financial crimes strategy to combat money laundering and related financial crimes, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JUNE 3, 1997

Ms. VELÁZQUEZ (for herself, Mr. LEACH, Mr. GONZALEZ, and Mr. BACHUS) introduced the following bill; which was referred to the Committee on Banking and Financial Services, and in addition to the Committee on the Judiciary, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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## A BILL

To amend chapter 53 of title 31, United States Code, to require the development and implementation by the Secretary of the Treasury of a national money laundering

and related financial crimes strategy to combat money laundering and related financial crimes, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Money Laundering and  
5       Financial Crimes Strategy Act of 1998”.

6       **SEC. 2. MONEY LAUNDERING AND RELATED FINANCIAL**  
7               **CRIMES.**

8       (a) IN GENERAL.—Chapter 53 of title 31, United  
9       States Code is amended by adding at the end the following  
10      new subchapter:

11      “SUBCHAPTER III—MONEY LAUNDERING AND  
12              RELATED FINANCIAL CRIMES

13      “§ 5340. Definitions

14              “For purposes of this subchapter, the following defi-  
15      nitions shall apply:

16              “(1) DEPARTMENT OF THE TREASURY LAW EN-  
17      FORCEMENT ORGANIZATIONS.—The term ‘Depart-  
18      ment of the Treasury law enforcement organizations’  
19      has the meaning given to such term in section  
20      9703(p)(1).

21              “(2) MONEY LAUNDERING AND RELATED FI-  
22      NANCIAL CRIME.—The term ‘money laundering and  
23      related financial crime’ means an offense under sub-

1 chapter II of this chapter, chapter II of title I of  
2 Public Law 91–508 (12 U.S.C. 1951, et seq.; com-  
3 monly referred to as the ‘Bank Secrecy Act’), or sec-  
4 tion 1956, 1957, or 1960 of title 18 or any related  
5 Federal, State, or local criminal offense.

6 “(3) SECRETARY.—The term ‘Secretary’ means  
7 the Secretary of the Treasury.

8 “(4) ATTORNEY GENERAL.—The term ‘Attor-  
9 ney General’ means the Attorney General of the  
10 United States.

11 “PART 1—NATIONAL MONEY LAUNDERING AND  
12 RELATED FINANCIAL CRIMES STRATEGY

13 **“§ 5341. National money laundering and related fi-**  
14 **nancial crimes strategy**

15 “(a) DEVELOPMENT AND TRANSMITTAL TO CON-  
16 GRESS.—

17 “(1) DEVELOPMENT.—The President, acting  
18 through the Secretary and in consultation with the  
19 Attorney General, shall develop a national strategy  
20 for combating money laundering and related finan-  
21 cial crimes.

22 “(2) TRANSMITTAL TO CONGRESS.—By Feb-  
23 ruary 1 of 1999, 2000, 2001, 2002, and 2003, the  
24 President shall submit a national strategy developed  
25 in accordance with paragraph (1) to the Congress.

1           “(3) SEPARATE PRESENTATION OF CLASSIFIED  
2           MATERIAL.—Any part of the strategy that involves  
3           information which is properly classified under cri-  
4           teria established by Executive Order shall be submit-  
5           ted to the Congress separately in classified form.

6           “(b) DEVELOPMENT OF STRATEGY.—The national  
7           strategy for combating money laundering and related fi-  
8           nancial crimes shall address any area the President, acting  
9           through the Secretary and in consultation with the Attor-  
10          ney General, considers appropriate, including the follow-  
11          ing:

12           “(1) GOALS, OBJECTIVES, AND PRIORITIES.—  
13          Comprehensive, research-based goals, objectives, and  
14          priorities for reducing money laundering and related  
15          financial crime in the United States.

16           “(2) PREVENTION.—Coordination of regulatory  
17          and other efforts to prevent the exploitation of fi-  
18          nancial systems in the United States for money  
19          laundering and related financial crimes, including a  
20          requirement that the Secretary shall—

21           “(A) regularly review enforcement efforts  
22          under this subchapter and other provisions of  
23          law and, when appropriate, modify existing reg-  
24          ulations or prescribe new regulations for pur-  
25          poses of preventing such criminal activity; and

1           “(B) coordinate prevention efforts and  
2           other enforcement action with the Board of  
3           Governors of the Federal Reserve System, the  
4           Securities and Exchange Commission, the Fed-  
5           eral Trade Commission, other Federal banking  
6           agencies, the National Credit Union Adminis-  
7           tration Board, and such other Federal agencies  
8           as the Secretary, in consultation with the Attor-  
9           ney General, determines to be appropriate.

10          “(3) DETECTION AND PROSECUTION INITIA-  
11          TIVES.—A description of operational initiatives to  
12          improve detection and prosecution of money launder-  
13          ing and related financial crimes and the seizure and  
14          forfeiture of proceeds and instrumentalities derived  
15          from such crimes.

16          “(4) ENHANCEMENT OF THE ROLE OF THE  
17          PRIVATE FINANCIAL SECTOR IN PREVENTION.—The  
18          enhancement of partnerships between the private fi-  
19          nancial sector and law enforcement agencies with re-  
20          gard to the prevention and detection of money laun-  
21          dering and related financial crimes, including provid-  
22          ing incentives to strengthen internal controls and to  
23          adopt on an industrywide basis more effective poli-  
24          cies.

1           “(5) ENHANCEMENT OF INTERGOVERNMENTAL  
2 COOPERATION.—The enhancement of—

3           “(A) cooperative efforts between the Fed-  
4 eral Government and State and local officials,  
5 including State and local prosecutors and other  
6 law enforcement officials; and

7           “(B) cooperative efforts among the several  
8 States and between State and local officials, in-  
9 cluding State and local prosecutors and other  
10 law enforcement officials,  
11 for financial crimes control which could be utilized  
12 or should be encouraged.

13           “(6) PROJECT AND BUDGET PRIORITIES.—A 3-  
14 year projection for program and budget priorities  
15 and achievable projects for reductions in financial  
16 crimes.

17           “(7) ASSESSMENT OF FUNDING.—A complete  
18 assessment of how the proposed budget is intended  
19 to implement the strategy and whether the funding  
20 levels contained in the proposed budget are sufficient  
21 to implement the strategy.

22           “(8) DESIGNATED AREAS.—A description of  
23 geographical areas designated as ‘high-risk money  
24 laundering and related financial crime areas’ in ac-  
25 cordance with, but not limited to, section 5342.

1           “(9) PERSONS CONSULTED.—Persons or offi-  
2       cers consulted by the Secretary pursuant to sub-  
3       section (d).

4           “(10) DATA REGARDING TRENDS IN MONEY  
5       LAUNDERING AND RELATED FINANCIAL CRIMES.—  
6       The need for additional information necessary for  
7       the purpose of developing and analyzing data in  
8       order to ascertain financial crime trends.

9           “(11) IMPROVED COMMUNICATIONS SYSTEMS.—  
10      A plan for enhancing the compatibility of automated  
11      information and facilitating access of the Federal  
12      Government and State and local governments to  
13      timely, accurate, and complete information.

14          “(c) EFFECTIVENESS REPORT.—At the time each  
15      national strategy for combating financial crimes is trans-  
16      mitted by the President to the Congress (other than the  
17      1st transmission of any such strategy) pursuant to sub-  
18      section (a), the Secretary shall submit a report containing  
19      an evaluation of the effectiveness of policies to combat  
20      money laundering and related financial crimes.

21          “(d) CONSULTATIONS.—In addition to the consulta-  
22      tions required under this section with the Attorney Gen-  
23      eral, in developing the national strategy for combating  
24      money laundering and related financial crimes, the Sec-  
25      retary shall consult with—

1           “(1) the Board of Governors of the Federal Re-  
2       serve System and other Federal banking agencies  
3       and the National Credit Union Administration  
4       Board;

5           “(2) State and local officials, including State  
6       and local prosecutors;

7           “(3) the Securities and Exchange Commission;

8           “(4) the Commodities and Futures Trading  
9       Commission;

10          “(5) the Director of the Office of National  
11       Drug Control Policy, with respect to money launder-  
12       ing and related financial crimes involving the pro-  
13       ceeds of drug trafficking;

14          “(6) the Chief of the United States Postal In-  
15       spection Service;

16          “(7) to the extent appropriate, State and local  
17       officials responsible for financial institution and fi-  
18       nancial market regulation;

19          “(8) any other State or local government au-  
20       thority, to the extent appropriate;

21          “(9) any other Federal Government authority  
22       or instrumentality, to the extent appropriate; and

23          “(10) representatives of the private financial  
24       services sector, to the extent appropriate.



1   **“§ 5342. High-risk money laundering and related fi-**  
2                   **nancial crime areas**

3           “(a) FINDINGS AND PURPOSE.—

4                   “(1) FINDINGS.—The Congress finds the fol-  
5   lowing:

6                   “(A) Money laundering and related finan-  
7               cial crimes frequently appear to be concentrated  
8               in particular geographic areas, financial sys-  
9               tems, industry sectors, or financial institutions.

10                  “(B) While the Secretary has the respon-  
11               sibility to act with regard to Federal offenses  
12               which are being committed in a particular local-  
13               ity or are directed at a single institution, be-  
14               cause modern financial systems and institutions  
15               are interconnected to a degree which was not  
16               possible until recently, money laundering and  
17               other related financial crimes are likely to have  
18               local, State, national, and international effects  
19               wherever they are committed.

20                  “(2) PURPOSE AND OBJECTIVE.—It is the pur-  
21               pose of this section to provide a mechanism for des-  
22               ignating any area where money laundering or a re-  
23               lated financial crime appears to be occurring at a  
24               higher than average rate such that—

25                   “(A) a comprehensive approach to the  
26               problem of such crime in such area can be de-

1           veloped, in cooperation with State and local law  
2           enforcement agencies, which utilizes the author-  
3           ity of the Secretary to prevent such activity; or  
4           “(B) such area can be targeted for law en-  
5           forcement action.

6           “(b) ELEMENT OF NATIONAL STRATEGY.—The des-  
7           ignation of certain areas as areas in which money launder-  
8           ing and related financial crimes are extensive or present  
9           a substantial risk shall be an element of the national strat-  
10          egy developed pursuant to section 5341(b).

11          “(c) DESIGNATION OF AREAS.—

12           “(1) DESIGNATION BY SECRETARY.—The Sec-  
13          retary, after taking into consideration the factors  
14          specified in subsection (d), shall designate any geo-  
15          graphical area, industry, sector, or institution in the  
16          United States in which money laundering and relat-  
17          ed financial crimes are extensive or present a sub-  
18          stantial risk as a ‘high-risk money laundering and  
19          related financial crimes area’.

20           “(2) CASE-BY-CASE DETERMINATION IN CON-  
21          SULTATION WITH THE ATTORNEY GENERAL.—In ad-  
22          dition to the factors specified in subsection (d), any  
23          designation of any area under paragraph (1) shall be  
24          made on the basis of a determination by the Sec-  
25          retary, in consultation with the Attorney General,

1       that the particular area, industry, sector, or institu-  
2       tion is being victimized by, or is particularly vulner-  
3       able to, money laundering and related financial  
4       crimes.

5               “(3) SPECIFIC INITIATIVES.—Any head of a de-  
6       partment, bureau, or law enforcement agency, in-  
7       cluding any State or local prosecutor, involved in the  
8       detection, prevention, and suppression of money  
9       laundering and related financial crimes and any  
10      State or local official or prosecutor may submit—

11              “(A) a written request for the designation  
12              of any area as a high-risk money laundering  
13              and related financial crimes area; or

14              “(B) a written request for funding under  
15              section 5351 for a specific prevention or en-  
16              forcement initiative, or to determine the extent  
17              of financial criminal activity, in an area.

18      “(d) FACTORS.—In considering the designation of  
19      any area as a high-risk money laundering and related fi-  
20      nancial crimes area, the Secretary shall, to the extent ap-  
21      propriate and in consultation with the Attorney General,  
22      take into account the following factors:

23              “(1) The population of the area.

1           “(2) The number of bank and nonbank finan-  
2           cial institution transactions which originate in such  
3           area or involve institutions located in such area.

4           “(3) The number of stock or commodities  
5           transactions which originate in such area or involve  
6           institutions located in such area.

7           “(4) Whether the area is a key transportation  
8           hub with any international ports or airports or an  
9           extensive highway system.

10          “(5) Whether the area is an international cen-  
11          ter for banking or commerce.

12          “(6) The extent to which financial crimes and  
13          financial crime-related activities in such area are  
14          having a harmful impact in other areas of the coun-  
15          try.

16          “(7) The number or nature of requests for in-  
17          formation or analytical assistance which—

18                 “(A) are made to the analytical component  
19                 of the Department of the Treasury; and

20                 “(B) originate from law enforcement or  
21                 regulatory authorities located in such area or  
22                 involve institutions or businesses located in such  
23                 area or residents of such area.

24          “(8) The volume or nature of suspicious activity  
25          reports originating in the area.

1           “(9) The volume or nature of currency trans-  
2           action reports or reports of cross-border movements  
3           of currency or monetary instruments originating in,  
4           or transported through, the area.

5           “(10) Whether, and how often, the area has  
6           been the subject of a geographical targeting order.

7           “(11) Observed changes in trends and patterns  
8           of money laundering activity.

9           “(12) Unusual patterns, anomalies, growth, or  
10          other changes in the volume or nature of core eco-  
11          nomic statistics or indicators.

12          “(13) Statistics or indicators of unusual or un-  
13          explained volumes of cash transactions.

14          “(14) Unusual patterns, anomalies, or changes  
15          in the volume or nature of transactions conducted  
16          through financial institutions operating within or  
17          outside the United States.

18          “(15) The extent to which State and local gov-  
19          ernments and State and local law enforcement agen-  
20          cies have committed resources to respond to the fi-  
21          nancial crime problem in the area and the degree to  
22          which the commitment of such resources reflects a  
23          determination by such government and agencies to  
24          address the problem aggressively.

1           “(16) The extent to which a significant increase  
2           in the allocation of Federal resources to combat fi-  
3           nancial crimes in such area is necessary to provide  
4           an adequate State and local response to financial  
5           crimes and financial crime-related activities in such  
6           area.

7           “PART 2—FINANCIAL CRIME-FREE COMMUNITIES

8                               SUPPORT PROGRAM

9   **“§ 5351. Establishment of financial crime-free commu-**  
10                               **nities support program**

11           “(a) ESTABLISHMENT.—The Secretary of the Treas-  
12           ury, in consultation with the Attorney General, shall es-  
13           tablish a program to support local law enforcement efforts  
14           in the development and implementation of a program for  
15           the detection, prevention, and suppression of money laun-  
16           dering and related financial crimes.

17           “(b) PROGRAM.—In carrying out the program, the  
18           Secretary of the Treasury, in consultation with the Attor-  
19           ney General, shall—

20                       “(1) make and track grants to grant recipients;

21                       “(2) provide for technical assistance and train-  
22           ing, data collection, and dissemination of informa-  
23           tion on state-of-the-art practices that the Director  
24           determines to be effective in detecting, preventing,

1 and suppressing money laundering and related fi-  
2 nancial crimes; and

3 “(3) provide for the general administration of  
4 the program.

5 “(c) ADMINISTRATION.—The Secretary shall appoint  
6 an administrator to carry out the program.

7 “(d) CONTRACTING.—The Secretary may employ any  
8 necessary staff and may enter into contracts or agree-  
9 ments with Federal and State law enforcement agencies  
10 to delegate authority for the execution of grants and for  
11 such other activities necessary to carry out this chapter.

12 **“§ 5352. Program authorization**

13 “(a) GRANT ELIGIBILITY.—To be eligible to receive  
14 an initial grant or a renewal grant under this part, a State  
15 or local law enforcement agency or prosecutor shall meet  
16 each of the following criteria:

17 “(1) APPLICATION.—The State or local law en-  
18 forcement agency or prosecutor shall submit an ap-  
19 plication to the Secretary in accordance with section  
20 5353(a)(2).

21 “(2) ACCOUNTABILITY.—The State or local law  
22 enforcement agency or prosecutor shall—

23 “(A) establish a system to measure and re-  
24 port outcomes—

1                   “(i) consistent with common indica-  
2                   tors and evaluation protocols established  
3                   by the Secretary, in consultation with the  
4                   Attorney General; and

5                   “(ii) approved by the Secretary;

6                   “(B) conduct biennial surveys (or incor-  
7                   porate local surveys in existence at the time of  
8                   the evaluation) to measure the progress and ef-  
9                   fectiveness of the coalition; and

10                  “(C) provide assurances that the entity  
11                  conducting an evaluation under this paragraph,  
12                  or from which the applicant receives informa-  
13                  tion, has experience in gathering data related to  
14                  money laundering and related financial crimes.

15                  “(b) GRANT AMOUNTS.—

16                  “(1) GRANTS.—

17                  “(A) IN GENERAL.—Subject to subpara-  
18                  graph (D), for a fiscal year, the Secretary of  
19                  the Treasury, in consultation with the Attorney  
20                  General, may grant to an eligible applicant  
21                  under this section for that fiscal year, an  
22                  amount determined by the Secretary of the  
23                  Treasury, in consultation with the Attorney  
24                  General, to be appropriate.



1           “(B) SUSPENSION OF GRANTS.—If such  
2           grant recipient fails to continue to meet the cri-  
3           teria specified in subsection (a), the Secretary  
4           may suspend the grant, after providing written  
5           notice to the grant recipient and an opportunity  
6           to appeal.

7           “(C) RENEWAL GRANTS.—Subject to sub-  
8           paragraph (D), the Secretary may award a re-  
9           newal grant to a grant recipient under this sub-  
10          paragraph for each fiscal year following the fis-  
11          cal year for which an initial grant is awarded.

12          “(D) LIMITATION.—The amount of a  
13          grant award under this paragraph may not ex-  
14          ceed \$750,000 for a fiscal year.

15          “(2) GRANT AWARDS.—

16                 “(A) IN GENERAL.—Except as provided in  
17                 subparagraph (B), the Secretary may, with re-  
18                 spect to a community, make a grant to 1 eligi-  
19                 ble applicant that represents that community.

20                 “(B) EXCEPTION.—The Secretary may  
21                 make a grant to more than 1 eligible applicant  
22                 that represent a community if—

23                         “(i) the eligible coalitions demonstrate  
24                         that the coalitions are collaborating with  
25                         one another; and

1                   “(ii) each of the coalitions has inde-  
2                   pendently met the requirements set forth  
3                   in subsection (a).

4           “(c) CONDITION RELATING TO PROCEEDS OF ASSET  
5 FORFEITURES.—

6                   “(1) IN GENERAL.—No grant may be made or  
7                   renewed under this part to any State or local law en-  
8                   forcement agency or prosecutor unless the agency or  
9                   prosecutor agrees to donate to the Secretary of the  
10                  Treasury for the program established under this  
11                  part any amount received by such agency or pros-  
12                  ecutor (after the grant is made) pursuant to any  
13                  criminal or civil forfeiture under chapter 46 of title  
14                  18, United States Code, or any similar provision of  
15                  State law.

16                  “(2) SCOPE OF APPLICATION.—Paragraph (1)  
17                  shall not apply to any amount received by a State  
18                  or local law enforcement agency or prosecutor pursu-  
19                  ant to any criminal or civil forfeiture referred to in  
20                  such paragraph in excess of the aggregate amount of  
21                  grants received by such agency or prosecutor under  
22                  this part.

23                  “(d) ROLLING GRANT APPLICATION PERIODS.—In  
24                  establishing the program under this part, the Secretary

1 shall take such action as may be necessary to ensure, to  
2 the extent practicable, that—

3 “(1) applications for grants under this part  
4 may be filed at any time during a fiscal year; and

5 “(2) some portion of the funds appropriated  
6 under this part for any such fiscal year will remain  
7 available for grant applications filed later in the fis-  
8 cal year.

9 **“§ 5353. Information collection and dissemination**  
10 **with respect to grant recipients**

11 “(a) APPLICANT AND GRANTEE INFORMATION.—

12 “(1) APPLICATION PROCESS.—The Secretary  
13 shall issue requests for proposal, as necessary, re-  
14 garding, with respect to the grants awarded under  
15 section 5352, the application process, grant renewal,  
16 and suspension or withholding of renewal grants.  
17 Each application under this paragraph shall be in  
18 writing and shall be subject to review by the Sec-  
19 retary.

20 “(2) REPORTING.—The Secretary shall, to the  
21 maximum extent practicable and in a manner con-  
22 sistent with applicable law, minimize reporting re-  
23 quirements by a grant recipient and expedite any ap-  
24 plication for a renewal grant made under this part.

1       “(b) ACTIVITIES OF SECRETARY.—The Secretary  
2 may—

3               “(1) evaluate the utility of specific initiatives  
4 relating to the purposes of the program;

5               “(2) conduct an evaluation of the program; and

6               “(3) disseminate information described in this  
7 subsection to—

8                       “(A) eligible State local law enforcement  
9 agencies or prosecutors; and

10                      “(B) the general public.

11   **“§ 5354. Grants for fighting money laundering and re-**  
12                      **lated financial crimes**

13       “(a) IN GENERAL.— After the end of the 1-year pe-  
14 riod beginning on the date the 1st national strategy for  
15 combating money laundering and related financial crimes  
16 is submitted to the Congress in accordance with section  
17 5341, and subject to subsection (b), the Secretary may  
18 review, select, and award grants for State or local law en-  
19 forcement agencies and prosecutors to provide funding  
20 necessary to investigate and prosecute money laundering  
21 and related financial crimes in high-risk money laundering  
22 and related financial crime areas.

23       “(b) SPECIAL PREFERENCE.—Special preference  
24 shall be given to applications submitted to the Secretary  
25 which demonstrate collaborative efforts of 2 or more State

1 and local law enforcement agencies or prosecutors who  
 2 have a history of Federal, State, and local cooperative law  
 3 enforcement and prosecutorial efforts in responding to  
 4 such criminal activity.

5 **“§ 5355. Authorization of appropriations**

6 “There are authorized to be appropriated the follow-  
 7 ing amounts for the following fiscal years to carry out the  
 8 purposes of this subchapter:

| <b>“For fiscal year:</b> | <b>The amount authorized is:</b> |
|--------------------------|----------------------------------|
| 1999 .....               | \$5,000,000.                     |
| 2000 .....               | \$7,500,000.                     |
| 2001 .....               | \$10,000,000.                    |
| 2002 .....               | \$12,500,000.                    |
| 2003 .....               | \$15,000,000.”.                  |

9 (b) CLERICAL AMENDMENT.—The table of sub-  
 10 chapters for chapter 53 of title 31, United States Code,  
 11 is amended by adding at the end the following item:

“SUBCHAPTER III—MONEY LAUNDERING AND RELATED  
 FINANCIAL CRIMES

“5340. Definitions.

“PART 1—NATIONAL MONEY LAUNDERING AND RELATED FINANCIAL  
 CRIMES STRATEGY

“5341. National money laundering and related financial crimes strategy.

“5342. High-risk money laundering and related financial crime areas.

“PART 2—FINANCIAL CRIME-FREE COMMUNITIES SUPPORT PROGRAM

“5351. Establishment of financial crime-free communities support program.

“5352. Program authorization.

“5353. Information collection and dissemination with respect to grant recipi-  
 ents.

“5354. Grants for fighting money laundering and related financial crimes.

“5355. Authorization of appropriations.”.

12 (c) REPORT AND RECOMMENDATIONS.—Before the  
 13 end of the 5-year period beginning on the date the 1st

1 national strategy for combating money laundering and re-  
2 lated financial crimes is submitted to the Congress pursu-  
3 ant to section 5341(a)(1) of title 31, United States Code  
4 (as added by section 2(a) of this Act), the Secretary of  
5 the Treasury, in consultation with the Attorney General,  
6 shall submit a report to the Committee on Banking and  
7 Financial Services and the Committee on the Judiciary of  
8 the House of Representatives and the Committee on  
9 Banking, Housing, and Urban Affairs and the Committee  
10 on the Judiciary of the Senate on the effectiveness of and  
11 the need for the designation of areas, under section 5342  
12 of title 31, United States Code (as added by such section  
13 2(a)), as high-risk money laundering and related financial  
14 crime areas, together with recommendations for such leg-  
15 islation as the Secretary and the Attorney General may  
16 determine to be appropriate to carry out the purposes of  
17 such section.